

**El Dorado County CalWORKs Plan
Community Service Program
Update
10/02/00**

INTRODUCTION

The El Dorado County (EDC) CalWORKs Plan was submitted to the California Department of Social Services (CDSS) on 01/10/98 and was approved on 02/10/98. The community service component was also referenced in Addendum A, dated 01/27/98. This update describes the Community Service Program (CSP) that the EDC Department of Social Services (DSS) has developed for this activity as required by California Assembly Bill (AB) 1542. AB 1542 established the California Work Opportunity and Responsibility for Kids (CalWORKs) program, an assistance program designed within the parameters of the federal Temporary Assistance for Needy Families (TANF) program.

CSP PURPOSE

The CSP purpose is to provide Welfare-To-Work (WTW) participants with basic or enhanced job skills and job-related training in unpaid public or private, not-for-profit sector work sites that can lead to employment while meeting a community need.

CSP DEVELOPMENT

To determine the community's unmet needs, EDC DSS, as part of our initial County CalWORKs Plan, contacted other county agencies, private employers, community-based organizations, the faith community, and others, to develop a summary of unmet needs. Existing work sites will continue to be utilized and new sites will be developed by the CSP coordinators and will include the following:

- Public Sector Sites;
- Non-Profit Organizations;
- Faith Community Sites;
- Service Groups and Organizations; and
- Sites developed by CalWORKs participants.

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CSP GOALS

The CSP goals are to:

- ☒ Provide meaningful work experience to WTW participants that will enhance their employability in a manner consistent with the CalWORKs Plan goals and which will promote personal responsibility, independence and self-sufficiency;
- ☒ Ensure that CSP activities help teach job skills needed by prospective employees;
- ☒ Help participants realize employment goals through WTW supportive efforts such as job search, education, training and counseling;
- ☒ Ensure that participants are provided with financial support such as child care, transportation, personal counseling and ancillary assistance as well as mental health, substance abuse and domestic abuse treatment consistent with regulations and the county CalWORKs Plan;
- ☒ Provide activities to enhance employability while meeting program requirements for the time limit permitted by regulations;
- ☒ Establish that the EDC DSS is the lead agency for fiscal administration, case management, project development and operations;
- ☒ Establish clear expectations of CSP work site providers and define support available to work site providers;
- ☒ Ensure that CSP participants enjoy the same rights as current employees when similar tasks are being performed at the same work location;
- ☒ Ensure that no current employee is displaced or demoted by the creation of a CSP work experience position; and
- ☒ Enable participants to provide services benefiting their community.

LEVELS OF COMMUNITY SERVICE

The CSP in EDC includes two levels of unpaid community service work in the public or private, not-for-profit sector, i.e. Level 1 and Level 2.

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Level 1

This level is work site placement designed to provide skill development for employment within the local labor market. This level of work experience will be used for work site placement to identify and evaluate employability. Examples of these skills are:

- clerical support;
- building and grounds maintenance;
- trades;
- retail;
- teacher's aides;
- health; and
- elder or child care.

This level of placement can last up to one year in length and can be extended if determined beneficial to participants' employment goals. This level of work experience is primarily used for participants who have not reached their 18 or 24-month time limit.

Level 2

This level is work site placement, which may not be specific to the participants' employment goal, but will prepare the participant to enter the workforce. These placements will meet community service needs throughout the county and is targeted for participants who have reached the 18 or 24-month CalWORKs time limit. Examples of these placements are:

- perform routine office tasks; and
- provide support to staff maintaining community clothing/food closet programs, and assist in community special events or beautification projects where little or no skill is required.

This level is primarily used for those participants who reached the 18 or 24-month time limit and have not secured full-time unsubsidized employment.

INDIVIDUALS WHO WILL BE SERVED

The primary target population to be served consists of CalWORKs participants, including:

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- individuals who are within two months or less of their 18 or 24-month time limit and will benefit from either skill development or on-the-job assessment of limitations and abilities; and
- individuals who have reached their 18 or 24-month time limit, have not found unsubsidized employment, and are unable to meet the minimum hours of WTW participation.

An assessment will be completed before a participant is placed in a CSP activity so that the job skill(s) to be developed or enhanced can be identified. This assessment will also identify other employment-related issues that may not have been detected earlier, such as basic literacy skill needs, or community service-linked short-term training/education needs. Assessments will be completed by qualified DSS staff or other One-Stop staff.

When identifying this target population, the following areas will be considered:

- ☒ The county has determined that no job is currently available to fulfill the minimum required hours of WTW participation. NOTE: "No job is currently available" means that the individual has taken all steps to apply for appropriate positions and has not refused an offer of employment without good cause.
- ☒ The recipient continues to meet CalWORKs financial eligibility criteria.
- ☒ Individuals not in the primary target group but who may benefit from CSP may be assigned to this activity as a post-assessment placement.
- ☒ This population may also consist of individuals who may have complied with their WTW Plan requirement, yet have not attained their goal of full-time unsubsidized employment. The 18-month time limit may be extended up to six months if it is expected that the extension will lead to a job. Participants may have several significant barriers to securing employment, including, but not limited to: issues of behavioral/physical health; language/culture; education/aptitude; and social compatibility. Individuals may find that full-time, unsubsidized employment is highly competitive, and may not be immediately obtainable with their barriers. Placements may be used to identify and evaluate levels of employability and capabilities to amend the employment plan. Ongoing support will be provided to ensure successful participation in the CSP activity as well as any other concurrent activities.
- ☒ Participants who are working part-time and have not reached their 18 or 24-month time limit may be referred to a CSP placement to meet required WTW participation hours.
- ☒ For those individuals who have received aid for a cumulative period of more than 18 or 24 months and return to aid after a break of at least one month, the WTW case manager will determine the appropriateness of assignment to CSP or other activities.

TERMS OF COMMUNITY SERVICE ACTIVITIES

A. General

Participants in CSP are required to perform activities for a minimum of 32 hours per week for a single-parent family and 35 hours per week for a two-parent family. If both parents in a two-parent family are contributing toward the 35-hour minimum weekly requirement, one parent must participate for a minimum of 20 hours per week. One parent in a two-parent family may meet the weekly participation requirement for both parents by participating 35 hours per week. When one parent in a two-parent family is meeting the participation requirements through unsubsidized employment or CSP, the other parent will remain eligible past the 18 or 24-month time limit.

B. Additional Considerations

Required participation hours may be met by a combination of unsubsidized employment hours and CSP placement hours.

Required participation hours may be met by a combination of rehabilitation services (defined in EDC as deliverable services designed to address employment barriers such as mental health, substance abuse and domestic abuse) hours and CSP placement hours when the services support and enable participation in the CSP placement. As indicated in the CSP GOALS portion of this document, supportive services, i.e. child care, transportation, ancillary and personal counseling, are offered to rehabilitation participants to enable the individuals to meet WTW participation requirements.

Progress and attendance will be monitored monthly. A review of the placement will be made at a minimum of every three months. A team evaluation of placement will be made six months after the placement begins. Extension of placement will be based on the participant's needs, i.e. will support and lead to paid employment, but not to exceed the 60-month State CalWORKs time limit. CSP placement activities are intended to be temporary and transitional, not permanent.

PROGRAM ADMINISTRATION

EDC DSS Division of Employment Services is the lead agency in administering the CSP and is responsible for program development and operations, fiscal administration and case management. Work site supervision and the reporting of hours will be coordinated with the actual work site.

ROLES AND RESPONSIBILITIES

The CSP coordinator will:

- Develop and arrange community work site placements;
- Approve or deny participant self-developed community work sites;

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- Meet with participant to review participation responsibilities, determine placement work site(s) and coordinate placement arrangements between participant and worksite;
- Assure fingerprinting and criminal background clearance is completed prior to work site placement, if required, and serve as custodian of records;
- Collect progress and attendance time sheets and evaluations from participant and/or work site supervisor;
- Provide information to case manager on referral status, placement, attendance, performance, supportive service needs and other relevant information;
- Mediate problems between the participant and the work site;
- Promote good work habits;
- Monitor work site(s) for compliance with non-displacement provisions;
- Assure Worker's compensation process is followed in the event of an on-the-job accident/injury; and
- Document the participants' compliance and progress.

The case manager will:

- Determine CalWORKs WTW eligibility;
- Perform case management;
- Develop the WTW plan and activities based on weekly participation requirements;
- Monitor and encourage participant compliance;
- Provide supportive services;
- Promote good work habits;
- Refer participant to community and internal resources, including the CSP coordinator for placement;
- Provide coordinator with information on potential worksites;
- Document attendance and progress; and

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- Conduct the non-compliance process when necessary;

SUPPORTIVE SERVICES

CalWORKs WTW participants involved in CSP activities will be eligible for supportive services up to the State CalWORKs 60-month time limit. Supportive services authorization shall be made by the case manager. The case manager will make a child care referral to Choices For Children, to coordinate future child care needs and payments.

RURAL COMMUNITY SERVICE

CSP shall be provided to non-exempt WTW participants who live in remote areas, do not have transportation and do not work in unsubsidized employment for the minimum participation hours. Every effort will be made to develop CSP work sites within two miles of the participant's home. Other sites may be arranged if alternative methods of transportation can be provided to assure successful participation.

CSP PROCESS

Once the case manager determines that a CSP worksite placement is appropriate, the following will occur:

- ☒ The participant shall be given an overview of the CSP requirements and expectations including the expectation that CSP will lead to unsubsidized employment.
- ☒ The participant and case manager shall sign the *WTW Plan - Activity Assignment* (WTW2) or the *WTW Plan Activity Assignment Change* (WTW 3).
- ☒ A referral is made to the CSP coordinator.
- ☒ The participant shall then meet with the CSP coordinator to determine an appropriate site placement and to review the participant's rights and responsibilities regarding the placement. Arrangements shall also be made for the worksite supervisor to meet with the participant prior to beginning the assignment.
- ☒ The participant and the worksite supervisor shall complete the site placement referral paperwork, which includes the specific work schedule, hours and the placement start date.
- ☒ Prior to placement and if required by the worksite, the participant shall complete fingerprinting and a criminal background check. The CSP coordinator will supervise this process which is at no cost to the participant.

The CSP coordinators shall monitor the participants' attendance and progress on a monthly basis, and will be available to consult with the participant and the worksite supervisor as needed. A

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review of the placement shall be made no less than every three months by the CSP coordinator. A team evaluation of placement will be made six months after the placement begins. Extension of placement will be based on the participant's needs, i.e. will support and lead to paid employment, but not to exceed the 60-month State CalWORKs time limit.

Prior to any placement, the CSP coordinators shall also provide the worksite supervisor with a worksite packet. The packet includes a list of the non-displacement provisions set forth in Welfare and Institutions (W&I) code 11324.6. EDC DSS has established an ongoing dialogue with the El Dorado County Employees Association (EDCEA), Local #1 and the Operating Engineers Local Union No. 3, or successor, to assure that no workers are displaced through a CSP placement.

A worksite agreement shall also be obtained from each worksite, prior to an initial CSP placement at that location. The agreement includes the non-displacement provisions and other worksite responsibilities.

The CSP coordinators shall also monitor the worksite during the placement period to ensure worksite compliance with the non-displacement provisions.

WTW PROGRAM FLOW

The flow of WTW activities begins when the participant applies and is approved for CalWORKs financial assistance and is scheduled for a WTW appraisal. The WTW participation requirement is determined and if not exempt, the appropriate activity path is determined. The following Table illustrates activity choices and in-house assignments.

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ACTIVITY	IN-HOUSE ASSIGNMENT
Employed and fully meeting WTW participation requirements	Job Retention/Job Advancement Unit
Education/Self-Initiated Program (SIP) and fully meeting WTW participation requirements	DSS OneStop Unit
Job Search/Job Club <ul style="list-style-type: none"> • 4 - 6 weeks up-front activity 	DSS OneStop Unit
Concurrent activities, to meet WTW requirements	DSS OneStop Unit and/or Rehabilitation Unit
Rehabilitation services, i.e. substance abuse, mental health, or domestic abuse issues	Rehabilitation Unit
Assessment/Reappraisal	DSS OneStop Unit

Individuals who remain unemployed or underemployed after receiving job readiness and job search services are referred to the assessment activity. Assessments are conducted by qualified DSS staff or JOB ONE OneStop Employment Resource Center staff.

A WTW Plan is developed between the case manager and the participant, based on the skills of the participant and the assessment results. The assignment agreed upon may include the following:

- Adult Basic Education (ABE);
- General Education Development (GED);
- English-As-A-Second Language (ESL);
- A learning disability evaluation;
- Treatment recommended action;
- Short-term training/education;
- Level 1 CSP activity; or
- A combination of concurrent participation in these activities to assure that the minimum WTW participation requirement is met while addressing the identified barriers and increasing the participant's employability levels.

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If the participant has completed the activities as stated in their WTW Plan, is still without employment, and has not reached the 18 or 24-month time limit, a reappraisal shall be conducted. The reappraisal shall evaluate whether there are extenuating circumstances that prevented the participant from obtaining employment within the local labor market.

- ☒ If extenuating circumstances exist, the participant will be assigned additional activities consistent with the reappraisal.
- ☒ If extenuating circumstances do not exist, and until the WTW case manager reverses this determination or the participant reaches the 18 or 24-month time limit, the participant is required to participate for the required minimum hours in activities that are limited to the following: unsubsidized employment, work experience, job skills/training/education directly related to employment, or rehabilitation services.

Whether or not the participant has completed the activities stated in their WTW Plan, the participation activities are limited to community service and/or unsubsidized employment if:

- ☒ the individual is still without employment; and
- ☒ the individual has reached the 18-month time limit and exhausted any extension granted; or
- ☒ the individual has reached the 24-month time limit.

CSP related activities such as instruction or training that are required for, or relevant to, the specific CSP assignment may be considered a part of the placement. These activities may include the following:

- ESL;
- ABE;
- GED;
- Regional Opportunity Program (ROP) vocational short-term courses or local community college courses; and
- Rehabilitation services.

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CSP NON-COMPLIANCE

Participants who fail to comply with the WTW Plan and the CSP requirements without good cause shall receive a sanction. It is the EDC DSS policy to intensively work with participants prior to imposing a sanction, as well as those participants who have been assessed a sanction, to assist them in becoming re-involved in WTW activities, including unsubsidized employment.

COMPLETING CSP WORKSITE ASSIGNMENTS








To avoid participants remaining in CSP worksite assignments rather than securing unsubsidized employment, DSS shall do the following to bring closure to CSP placements:

- In addition to the CSP coordinator's three month placement review, each participant shall be re-evaluated every six months, at a minimum, by a review team, as to the appropriateness of their CSP worksite placement. The review team will consist of, at a minimum, rehabilitation unit staff, employment & training unit staff and the CSP coordinator.
- The review team will be convened to make further determinations for participants that appear to be moving towards skill competency for securing and maintaining unsubsidized employment, but are resistant to leaving the security of their worksite, or, for participants that are not demonstrating skill competency for securing and maintaining unsubsidized employment.

The purpose of the review team will be to determine if a revised WTW case plan is necessary. Given certain participant's limitations, it is likely that some worksites will be needed for long-term assignments, up to the participant's 60-month CalWORKs time limit.

REGULATORY CITES

The contents of this document are substantiated by published regulations. The regulations, in addition to the W&I Code cited within this document, are contained in the CalWORKs Manual of Policies and Procedures (MPP) Eligibility and Assistance Standards (EAS) and also clarified in CDSS All County Letter (ACL) number 99-111, published on December 27, 1999. The following MPP EAS regulation sections cover the document contents:

	42-710	18 And 24-Month Time Limits;
	42-711	WTW Participation Requirements;
	42-711.9 & 42-716.4	Community Service;
	42-711.94 & 42-721	Noncompliance With Program Requirements;
	42-716	Good Cause For Not Participating;
	42-716.111	WTW Activities; and
	42-720	Nondisplacement Protection In Work Activities.